HARVARD UNIVERSITY
SCHOOL OF
LANDSCAPE ARCHITECTURE

TOWN PLANNING AND CONSERVATION OF LIFE

JUL 22 1920

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Commission of Conservation
Canada

TOWN PLANNING and Conservation of Life

Vol. VI OTTAWA, APRIL-JUNE, 1920 No. 2

The opinions expressed and statistics quoted by writers of articles and papers appearing herein are the opinions and statistics of the authors only.

THE COMMISSION OF CONSERVATION

The Commission of Conservation is a Public Intelligence Bureau with respect to the natural resources of Canada. Although it has no administrative functions, it stands consistently for careful and scientific utilization of those resources.

PARKS AND PLAYGROUNDS IN CITIES

PROBABLY there never was a time when it was as important as it is at present to develop outdoor recreation and to improve the park areas and playgrounds of our cities.

In proportion as we close the saloon we must open and extend the park; as we shorten the hours of labour and extend manufacturing, we must provide facilities for healthy, outdoor recreation; as we enlarge our cities we must enlarge their lungs. In proportion as we extend the uses of the automobile and develop good roads we must have playgrounds to enable children to play in safety.

With regard to the first matter it will ever be true that constructive temperance reform is to be found only in healthy means of recreation and social intercourse. Whatever efforts we may make to prevent men from abusing themselves and their time in the saloon will fail unless we provide the means for them to find healthy recreation. The greatest constructive social reformers in England have found from long experience that good housing conditions and recreation facilities were the only permanent antidotes to intemperance. Mr. George Cadbury at Bournville, Mrs. Barnett at Hampstead, and others, have given valuable demonstrations of that fact. There is also need for healthy occupation for the leisure time of the workers as a means of maintaining industrial efficiency.

Employers and employees are not quite agreed as to whether the same production can be secured with an eight-hour as with a nine-hour day. Does it not partly depend on how the leisure time of the worker is occupied? Those captains of industry who have succeeded in making the shorter working day profitable to themselves did it by providing their workpeople with opportunities for recreation and education. A man may use his spare time to make himself either a better or a worse instrument of production. Owing to the nervous strain caused by modern industrial methods, it is almost necessary to have shorter hours than in the past, but if they are to be obtained without loss of production we must see to it that the time outside of the working hours is profitably used. Both in Britain and the United States hundreds of millions of dollars were spent in building model houses and laying out recreation grounds as a means of increasing output of munitions during the war.

✓ 11 Parks.
✓ 11 Parks – Statistics. [Comparison Canadian cities with U.S.]
✓ 11 Parks – Canada.

CITIES WILL CONTINUE TO GROW.—Whatever we in Canada may do to increase our agricultural population we are going to have growing cities. As these cities grow and a larger proportion of our people become urbanized, the health and morals of our citizens need not deteriorate if our housing and recreation facilities are developed in a proper degree. Deterioration is now taking place, and is due in a large measure to the absence of these facilities in our industrial areas.

The motor car is only in its infancy, but even now our streets are more dangerous than our railways. Apart from danger to life from accident, the dusty roads are not healthy places for children to play on, and, as they are better paved and fast traffic increases, they will become greater danger traps for our children.

We want bigger ideas about the provision we should make for parks and playgrounds.

In city development there are several sound reasons to justify the acquisition of park lands at an early stage of building development, not the least of which is their direct effect upon the value of city property, and, therefore, their indirect influence upon the city's income from the taxation of land. It has been found in the case of Madison, Wisconsin, that new parks not only meet all charges, but, by reason of the increased value of adjoining property, paid into the city treasury not less than $10,000 a year in increased taxes. A similar state of affairs exists in New York, where the amount collected (in taxes) in twenty-five years on the property of the three wards (continguous to Central Park) over and above the ordinary increase in the taxable value of the real estate in the rest of the city, was $65,000,000, or about $21,000,000 more than the aggregate expense attending and following the establishment of the park until 1914. In other words, in addition to acquiring lands valued at $20,000,000, the city of New York has made $21,000,000 in cash out of this transaction. (The original price paid for the 840 acres forming Central Park was $6,664,500).

Baltimore has nearly fifty parks, with a total area of 2,402 acres, for which the city has paid a direct cost of only about $10,000. The cost has been met out of the city's percentage of the gross receipts of the street railway company.

Every city should have its Park Board. In Canada out of 94 cities to whom inquiries were addressed, 54 had a Park Board or Commissioner.

PARKS AREAS IN CANADA.—To find out how we stand in Canada as regards park areas, let us compare 9 of our cities with several cities in the United States and in Europe. We will find that in spite of our great abundance of land we have room for improvement. Montreal falls below the standard of New York and London, while Vancouver and Edmonton compare favourably with Washington in the acreage of park space available per capita.

The following table gives the percentage of total area of 9 Canadian cities devoted to parks and the population per acre of park:—

City	Percentage of area in parks	Acreage of park per capita
Vancouver	13·6	1 acre to 69·3 persons
Halifax	8·2	" 140·9 "
Hamilton	7·7	" 200·3 "
Toronto	7·3	" 247·8 "
Winnipeg	4·1	" 314 "
Ottawa	3·7	" 514·3 "
Edmonton	3·5	" 54·8 "
Montreal	3·2	" 773·8 "
Regina	3	" 155·6 "

In the United States the percentages are as follows in nine cities:—

City	Percentage of area parks	Acreage of parks per capita
Washington	14	1 acre to 69 persons
Boston	13	" 207 "
Baltimore	12	" 241 "
Rochester	11	" 133 "
St. Louis	7	" 266 "
Philadelphia	6	" 322 "
Kansas City	5	" 144 "
New York	4·1	" 689 "
Chicago	4	" 545 "

In Europe, Paris has the largest park area, having 26 per cent in parks, or 1 acre to every 554 persons. Dusseldorf, Germany, has 10 per cent in parks, or one acre to every 149 persons, and London County has 9 per cent in parks, or 1 acre to 677 persons. The United States cities show up the best, but Edmonton has the largest area per capita, while Vancouver shows the best results in Canada and in the United States both per capita and in respect of the percentage of its area. Ottawa, in spite of its very fine parks, is low in the list, but it has a large park area outside the city boundaries, although other cities have the same.

Of the small towns, Truro, N.S., has one acre to every 7·5 persons and is superior to every other city or town, while St. Hyacinthe has only one acre to every 4,076 persons.

More ample facilities should be made in our parks for recreation, and more encouragement should be given to athletics.

We have splendid opportunities to develop a public golf course and only a little effort is needed to provide what would be a great public boon. We need to spend some of our money in getting utility as well as beauty.

ENCOURAGE ATHLETICS.—Greater use should be made of Exhibition grounds to encourage athletics—to develop the energies and physical fitness of our people. If public money was used for this purpose it would be as beneficial as the money spent in improving farm stock.

The planning of our parks and athletic grounds needs more attention. In some of our newer building developments we are providing that not less than one acre in every ten should be left as an open space for public use. The laws of Alberta and Saskatchewan lay down this standard for new subdivisions.

In the Ottawa Housing schemes facilities are provided for outdoor recreation for the residents, from 12 to 14 per cent of the areas being reserved for open spaces. Much of the land that is usually wasted in unnecessary streets has been set aside for tennis courts and children's playgrounds.

If only 10 per cent of each area were provided for open space, that would be about one acre for every 45 persons, or over ten times as much as the rest of the city of Ottawa. It is even superior to the high standard of Vancouver, taking the city as a whole.

Parks and recreation grounds should be spread about our cities and neither too concentrated in one place or too far distant from the homes of the people. Perhaps less could be spent on artificial adornment and more in making them useful. One of the best evidences of their utility and popularity is that most cities resist most strongly any attempt to reduce their area or to take them away.

LEGISLATION NEEDED IN ONTARIO.—In Ontario we need a more comprehensive town planning and development act. The Ontario cities have not adequate powers to prepare schemes covering the development of park areas and suburban lands. The preparation of comprehensive city and town planning schemes is needed to enable us to obtain provision for parks and playgrounds on a reasonable scale suitable for a healthy population.

Land that is least adaptable for building or agriculture is frequently most suitable for parks and parkways. Often level areas, which are, by reason of floods in the spring, badly adapted for building, are excellently suited for athletic fields. The Athletic Union should co-operate with the cities in getting a large power to prepare proper planning and to acquire new areas for parks and playgrounds in advance of development.

We also need national and provincial effort to purchase large forest areas outside of our cities as holiday playgrounds. Chicago is co-operating with the county outside to acquire 30,000 acres of forest lands for this purpose, and has already bought 16,000 acres. The provision of parks and playgrounds, if the land is purchased at reasonable cost, does not add materially to the tax burden of the community. The increased value these open spaces give to adjacent land counterbalances the cost of acquiring them. If the city or town could assess these adjacent lands so as to obtain a contribution to the cost of new parks it would be perfectly equitable for them to do so and would aid materially in the solution of the question of cost.

Moreover, the municipality within which such parks would be situated would derive increased revenue from the added assessment given to the adjacent property, as is proved in the figures quoted in this paper. The greatest benefit from the parks will, however, be derived from the increased health and, consequently, greater efficiency, of the population. Parks are a better investment than hospitals and asylums, and if we do not spend the money on the one we shall be compelled to spend it on the other in greater degree than is needed if we exercise proper judgment and foresight.

COST OF PARK AREAS.—There are many cases where park areas, when bought in advance of development, do not cost more than $100 to $1,000 per acre. At Ruislip, in the vicinity of London, England, a park area adjoining a town fifteen miles from Charing Cross was bought for $350 per acre in 1913, and at Chicago the forest reservations were being bought at from $150 to $1,000 per acre. The average cost of the Vancouver parks (other than Stanley park) was over $15,000 an acre. and, in the case of Woodland playgrounds, the cost was $43,203 an acre, If Vancouver had set aside its open spaces well in advance of development it might have bought 580 acres at the same price or less than the 58 acres it has purchased for $905,456.

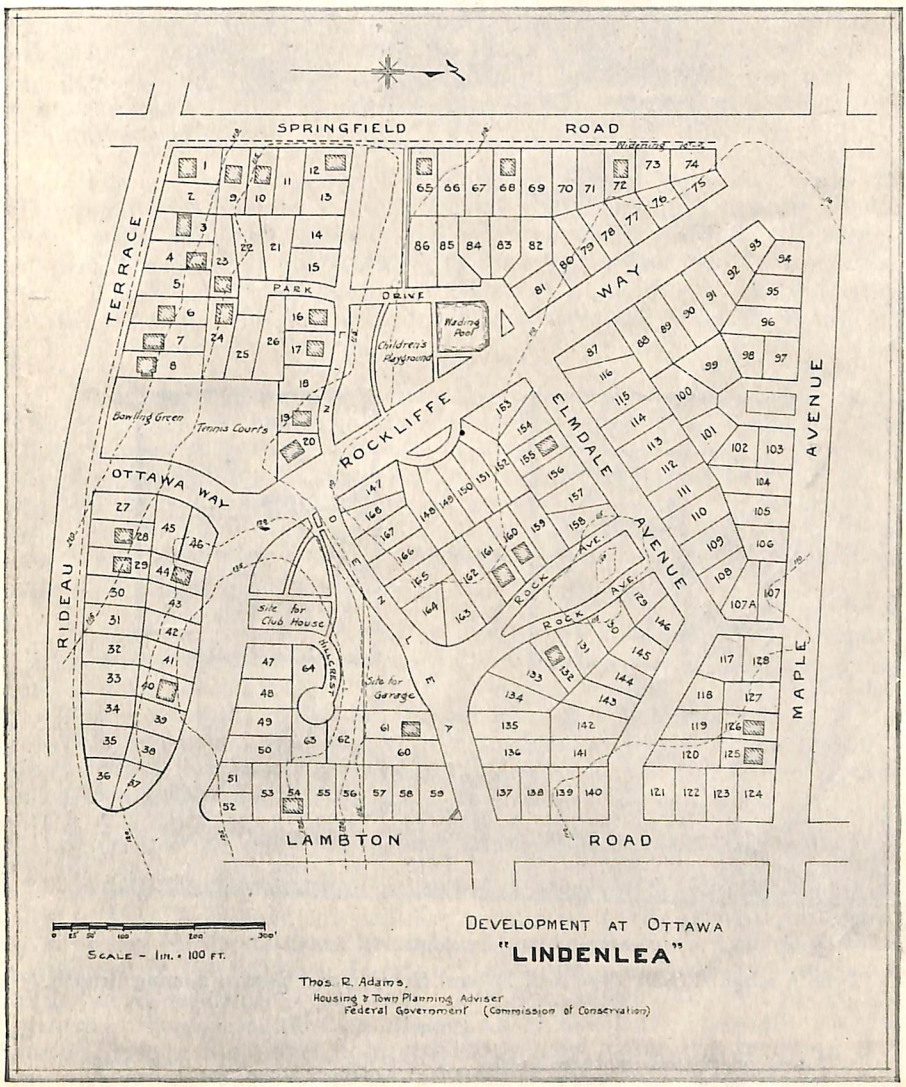
Where open spaces are obtained in advance of development owners of land are often willing to give them free of cost because of the benefit that accrues to the remainder of the property. Obviously they obtain no advantage if the park is acquired after they sold the adjacent land for building, and in these cases the city is compelled to pay building prices for what they require and give a present of the increment of value to the adjacent property owners.

When we have proper town planning we shall get adequate parks and playgrounds, because we shall acquire them at a sufficiently low cost to enable us to reserve large areas without adding to the burden of taxation.—*Thomas Adams.*

THE FEDERAL HOUSING PROJECT

THE following is a brief summary of what has been accomplished under the terms of the Federal loan in the Provinces of the Dominion, with particular reference to the advantages granted by the various Provincial Acts to returned soldiers as compared with ordinary civilians.

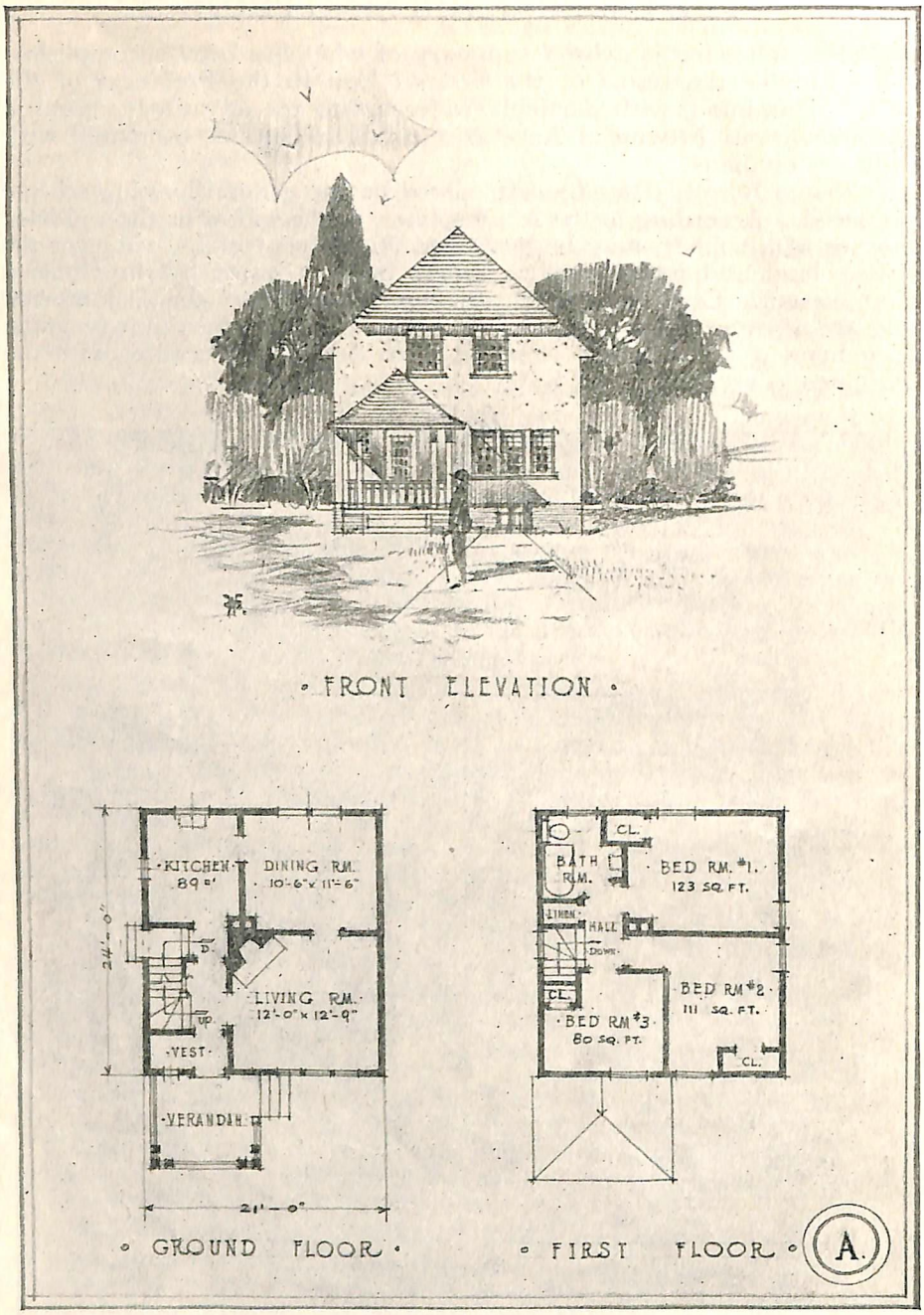
Prince Edward Island.—Act passed but no general housing scheme prepared. According to the Act a soldier, or the widow or the widowed mother of a soldier, may be advanced 90 per cent of the value of the house, land and improvements, where land is owned by the Housing Commission. Civilians must purchase land from the Commission and are advanced 90 per cent of the value of house and improvements. In general a municipality is required to deposit debentures with the Province as security.



2525—2

Scale of plan as printed is 280 feet to 1 inch.

Housing - Governmental - Canada.



ONTARIO HOUSING COMMISSION STANDARD

Type A adapted from Type A of Federal Housing and Town Planning Branch.

Cost

Frame, clapboard or stucco finish	$ 2,850
Brick veneer	3,200
Solid brick	3,450

Nova Scotia.—Act passed and Federal conditions complied with. Soldier, widow or widowed mother may be advanced 100 per cent of the value of house, land and improvements, where the land has been acquired by a Housing Commission. Civilians must purchase the land (or advance 10 per cent of the value of house, land and improvements) from Commission. Municipality deposits debentures with Province without limiting borrowing powers. Several towns have appointed Housing Commissions, and it is expected that there will be at least 100 houses commenced in the spring.

New Brunswick.—Act passed and Federal conditions complied with. The Act mentions "particularly returned soldiers." Municipality provides security without limiting borrowing powers. Some 50 houses (all frame without heating) have been built in New Brunswick under the Act.

Quebec.—Act passed and Federal conditions complied with. Preamble to Act states "particularly for returned soldiers and workmen of town." Municipality arranges for loan without limiting its borrowing powers. It is understood that, altogether, some 20 houses are now completed or in course of erection. There is, however, a large programme for next year.

Ontario.—Act passed and Federal conditions complied with. A Provincial loan has also been provided. Municipalities deposit debentures with Province without limiting borrowing powers. Returned soldiers are granted the same advantages as under the Nova Scotia Act. There have been about 1,200 houses built, due to the activities of the Housing Director and an efficient technical staff, with the aid of local Housing Commission.

See also p. 39-40 T.IC.

Manitoba.—Act passed and Federal conditions complied with. This is largely an enabling Act. Returned soldiers, as defined in the Civil Service Act, are to receive preference over all other applicants for loan. According to latest reports, the various municipalities bordering Winnipeg are taking advantage of the Act. Over 70 houses have been built and are occupied, while twice that number are in course of erection. Manitoba intends to make a Provincial grant of $1,000,000 in addition to the Federal loan.

Saskatchewan.—Act passed applying only to returned members of His Majesty's Forces. Otherwise it is similar to the Manitoba Act and is an enabling Act only. No general housing scheme has been prepared to comply with the Federal housing conditions, therefore the Act is inoperative. This is due, it is understood, largely to the inability of the Province to recommend an increase in the borrowing powers of the municipalities at the present time.

Alberta.—No Act has yet been passed.

British Columbia.—Act passed and Federal conditions complied with. This is largely an enabling Act, and gives special preference to returned soldiers. The Government may convey free land to soldiers as defined in the Soldiers' Land Act, or to municipalities in connection with better housing for soldiers. The Act, as administered up to the present, it is understood, has applied solely to returned soldiers. There are 50 houses built and occupied, 90 houses under construction, and the number of houses expected to be built this year is between two and three hundred.

2525—2½

DEVELOPMENT OF INDUSTRIAL AREAS

CONGESTION, with all that it means in choked streets, dark workrooms and high taxes, has been forcing factories to our "city limits and beyond."

Industrial managers have shown extraordinary foresight, skill and ingenuity in the arrangement of their plants in the outlying areas, but no such expert planning has gone into the accompanying community development.

Huge industrial plants are uprooting themselves bodily from the cities. With households, small stores, lodges, churches, schools, clinging to them like living tendrils, they set themselves down ten miles away in the open.

While we spend years of effort in reconstructing our civic centres, only to have our schemes halted by costly obstructions of brick and mortar and suspended by condemnation proceedings, city extension as a process is going on every week and every month on the edges of our cities.

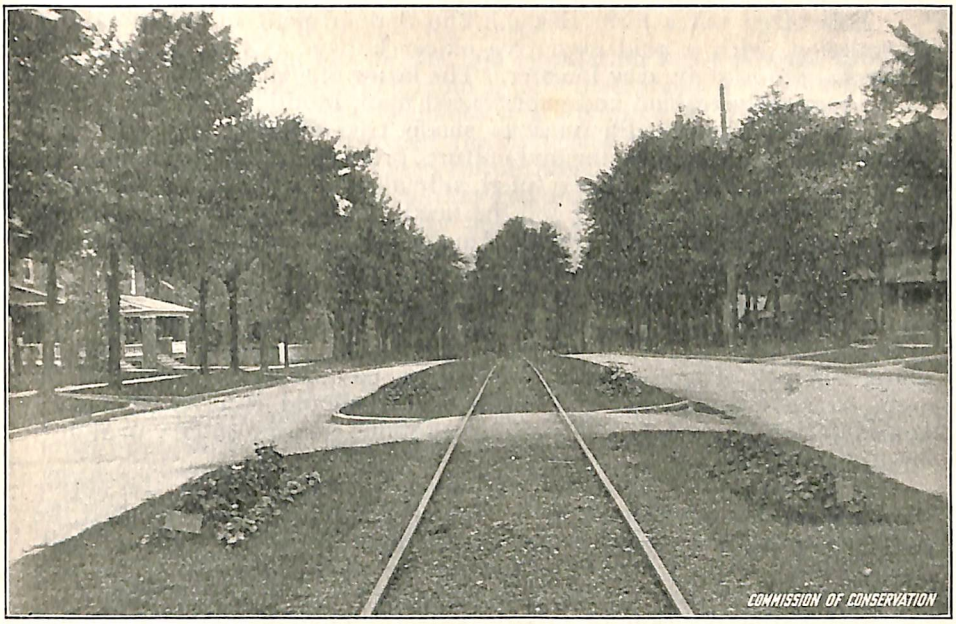
Many reasons are readily apparent for the location of these new industrial communities. The impulse toward cheap land, cheap electric power, etc., low taxes and elbow-room throws them out from the large centres of population. (These are the centrifugal forces.) The centripetal forces are equally powerful and bind them as satellites beyond the outer rings of the mother city. Even the towns like New Toronto, which have attained a considerable measure of self-sufficiency, are bound by strong economic ties. Through switch yards and belt lines, practically all the railroad facilities developed during years of growth, which are at the disposal of a downtown establishment, are at the service of the industry in the suburb. It means much to be within easy reach of at least one large market for finished product. Proximity to a big labour market is a more important factor.

Some industrial leaders contend that they are in the business of establishing mills and factories, not building cities, and that the making of a town is a matter into which they only go so far as necessity compels them. Their desire is to avoid paternalism.

The scientific thoroughness which would follow the technique of efficiency and health down to the details of street planning is illustrated in the drawings for the construction of a State prison in America. Here a study was made to determine the exact angle of compass with which the building should stand in order to secure in each twelve months the maximum amount of sunlight. If it is worth while to take such care in housing the prisoners of a state, it is but reasonable that the same care should also be expended on street plans and the housing of free city dwellers.

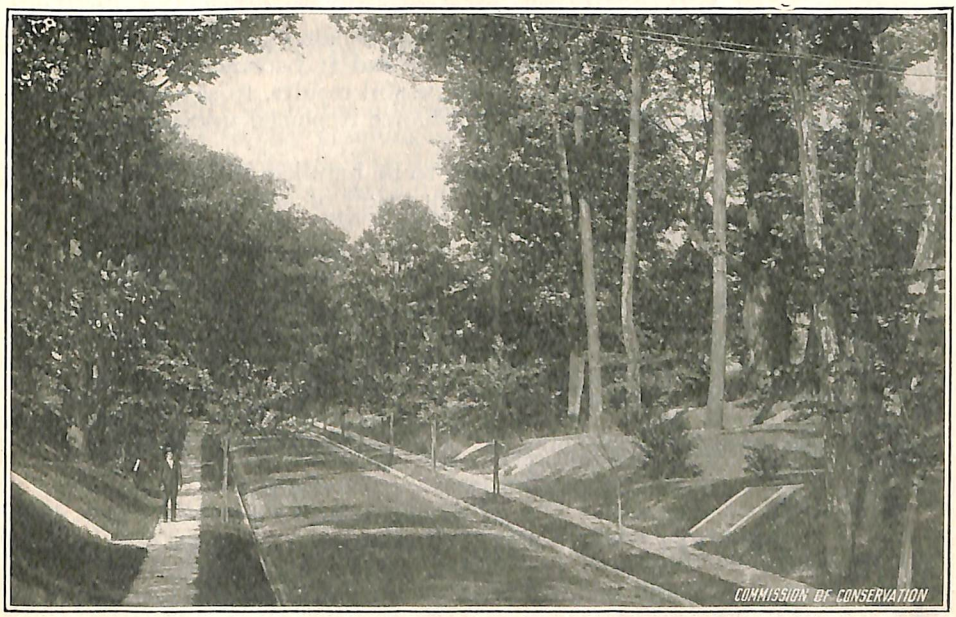
MUNICIPAL INTEREST IN STREET TREES

AS Canadian towns and cities increase in size and in civic ambition, the need for a progressive policy with respect to street trees becomes more and more pressing. In the earlier stages of development, the planting and care of shade trees along streets and highways has almost always been a matter of individual action and initiative. There is, however, an increasing tendency on the part of public-spirited citizens and organizations to regard the providing of shade on city streets as much a municipal enterprise as providing sidewalks or street lights. The result is a steady movement toward assumption by the city or municipality of the responsibility for a uniform policy respecting street trees.



WILSON AVE., ST. THOMAS, ONT.

Note uniformity of boulevards, the use of flower beds, and the condition of street trees, suggesting civic pride in the appearance of streets.



NATURAL CONDITIONS IMPROVED BY CARE

Residential street with minimum width of roadway and treed boulevard makes surroundings more pleasant and restful than a wide street.

J 11 Streets - Parking.

This often takes form through the appointment of an honorary commission, with a paid executive officer known as the city arborist or, less appropriately, city forester. The latter official should, of course, be a thoroughly trained and experienced man, familiar with the merits and disadvantages of the various shade tree species, and with the best methods of tree planting and culture, pruning, tree surgery, and the prevention of injury by insects, fungi, animals and other natural enemies.

The lack of such a policy and the need for its adoption are evident in most of our towns and cities. Among the evidences are absence of shade trees on some of the residential streets, the planting of too many different species on others, planting of undesirable species, too close spacing of trees, improper pruning, damage by horses for lack of tree guards, damage by insects for lack of spraying, excessive damage by decay for lack of tree surgery, damage by pavements to trees and by trees to pavements, etc. All these points should receive intelligent consideration in any comprehensive programme relating to city or municipal street trees.

It is obvious, however, that the official who should have the active direction of this work must, if the desired results are to be secured, be not only a trained specialist but a thoroughly practical man as well. The ordinary "tree trimmer," while perhaps very competent in his own particular line, can by no means comply with all the specifications required for the position of city arborist. Some of the educational institutions, particularly in the United States, make a specialty of training men for this class of work, and many of the cities in that country are availing themselves of the services of these specialists.

In addition to the unquestionably great value of street trees from the viewpoint of beautifying the city, there is no doubt but that they also contribute appreciably toward the health of the community by transpiring moisture into the atmosphere and by producing a restful effect on the eyes and nerves.

As cities grow in population, conditions become more and more unfavourable to the growth of street trees, and it becomes increasingly difficult for the individual to secure successful results, to say nothing of the certain lack of uniformity where reliance is placed upon individual initiative.

The modern way is for this matter to be handled as a city or municipal enterprise, under the immediate direction of a throughly trained and experienced specialist.

Some of our western cities have shown commendable foresight in their street policies. In addition to keeping sidewalks and roadways in good condition, the boulevards are made, the grass kept cut and watered, and shade trees planted and taken care of. The result is a uniformity and harmony in the appearance of the street, the trees are kept in good order, and are well protected by the municipality. Under such conditions, the public take a just pride in the appearance of their streets, and are also influenced in keeping adjoining property in like condition.—*Clyde Leavitt.*

PROTECTING THE WATER SUPPLY

RAW sewage is still being discharged into our various rivers, lakes and harbours.

In many cases, this pollution endangers neighbouring water supplies as well as those situated at other points along the same waterway. For the protection of the public, the sewage should be treated before discharge. Many methods of sewage treatment are practical and

efficient, the choice of a process depending largely upon local conditions and the nature of the wastes discharged.

A New England city of 160,000 population has a sewage problem that required solution. The main sewers discharged into a harbour at five different points, and an exhaustive study made by the United States Public Health Service revealed the fact that the harbour was grossly polluted; that shellfish taken therefrom were unfit to be eaten, and that the bathing beaches were unsanitary and unsafe.

The digestive capacity of the harbour waters renders the production of a nitrified effluent unnecessary; but a substantial removal of suspended solids and of sewage bacteria was required to avoid the sludging up of channels or pollution of bathing beaches and shellfish beds.

To determine the best methods of treatment, an experiment station was operated for 11 months—June, 1917, to April, 1918—at a cost slightly less than $18,000. The station was situated at the principal outfall, which discharges about one-half of the total city sewage; it is also the most important one to study, on account of its high content of industrial waste. Special studies were also made of certain processes on an outfall serving a residential district.

The processes studied were (1) fine screening; (2) Imhoff treatment; (3) activated-sludge treatment, and (4) Miles acid precipitation—all but the last followed by chlorine disinfection.

The experiments, covering about one year, lead to the conclusion that, for the particular and somewhat unusual local conditions there prevailing, the Miles acid process of sewage precipitation, with recovery of grease and fertilizer, was the best for one of the four plants necessary, and may prove advantageous for the other three.

While this process was suitable for the above requirement, it may not be the best in other places or under other conditions; the desirability of installing a treatment plant and of systematically determining the most advantageous process, however, is demonstrated.—*L. G. Denis.*

CITY PLANNING TAKES TIME

REFERRING to the difficulties and delays of preparing and giving effect to city planning schemes in the United States, Mr. John Nolen writes in *The American Architect*:

> "It is sometimes said that city planning schemes are not carried out. To some extent this statement is true. The execution of comprehensive city plans requires time, often a generation; also money, large sums; also authority, sometimes a change in the state laws or even in the state constitution; also the formation of favourable public opinion. Horace Bushnell, in his agitation for the first city public park in the United States, said, "Many things must be carefully prepared, as carefully watched, and persistently pushed, by the man who will get any city public into and through a great public improvement. Wearied, and worried, and hindered, he must never sleep, never be beaten, never desist, and if, by a whole five years of toil, he gets his work on far enough to become an interest in itself, and takes care of itself, he does well, and then may rest."

In Canada we cannot at present entertain city or town planning schemes which involve large expenditures of money, but we would be content with those schemes that prevent waste of money and afford protection to investors in property by means of reasonable restrictions and preventable measures. To reach even that stage, however, will need that continuous education, continued fighting against primitive thinking, and contentment with gradual progress.

√ C. p. movement

THE FUTURE OF OTTAWA

IN the discussions that occasionally take place regarding the future of Ottawa and the planning of its public buildings I do not think the citizens of Canada ever rise to a high enough conception of what that future is likely to be, or appreciate in a sufficient degree the national responsibility.

A CAPITAL OF CAPITALS.—Ottawa is not only a capital—it is as Viscount Bryce described Washington, a capital of capitals. It is the capital of nine free commonwealths, each with a capital of its own. Its fair site is worthy of its great traditions and greater destiny.

Those who live in the capital should have a high aim for its future and work to achieve that aim. Those who come to it as citizens of Canada should come to it with a sentiment of pride and reverence. Those who come to it as strangers should behold a city that gives true conception of the dignity of Canada.

PARIS, WASHINGTON AND EDINBURGH.—There are three cities in the world that should give us inspiration to build up the Ottawa of the future in the right way. They are Paris, Washington and Edinburgh, all of which were planned, and have reaped a material reward more than commensurate with the cost. Washington and Edinburgh were planned at the same time, at the end of the eighteenth century, and Paris was replanned in the middle of the nineteenth century. We have a better site than either Paris or Washington and as fine a site as Edinburgh. The Germans have made a beautiful, if congested, city of Berlin on sandy waste. London is beautiful with all its disorder, although laid out on a level plain. We can so add to the beauty that has been given to us by nature that this may become one of the most beautiful capitals in the world. That we have done much in the past is only a reason for doing more. Our danger is the danger that came to London in the seventeenth century when Christopher Wren prepared a plan and it was allowed to lie unused, or the danger that threatened Edinburgh when the suggestion was once made to build up its open spaces in the early days of its planning.

From a purely material standpoint London has lost and Paris, Washington and Edinburgh have gained. An American has made the estimate that his countrymen, who visited Paris in the summer months of 1909, spent at least $2,000,000 per day. As we beautify Ottawa we shall make it the mecca of hundreds of thousands of visitors, for it possesses the natural advantages to draw them here. Whereas Paris has spent hundreds of millions on replanning, we need only spend a few millions in giving execution to our plan—for we need only preserve, whereas they had to create—we can prevent what they had to cure.

IMMEDIATE DUTY.—Our immediate duty is to study the plan we have had prepared and to carry out our immediate schemes in keeping with the plan, but with due regard to the resources we have available. We must not let ourselves be drawn into extravagant projects that frighten the people and do as much harm as doing nothing. There is no need for stampeding the citizens into schemes that will cost millions at once—we should have an ideal to work to and build up gradually towards its attainment.

The worst part of Ottawa is the disorderly development on the water-front of the Canal—what everybody sees as he enters the city. We should not have a backyard at our front entrance. The old Greeks knew better when they made the portals the most beautiful parts of their cities. We need to make the backyard of our City Hall into the front yard of the city. We need co-operation between the Federal Govern-

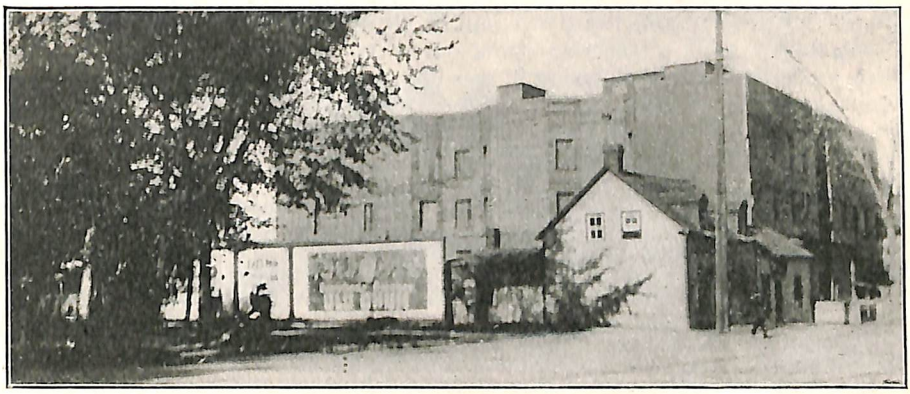
√ Cities, Capital
Lp - Canada, Ottawa.
√ Ottawa, Canada - C-p.

ment, the City Council and the citizens, and the citizens should be the first to organize.

THE OTTAWA PLAN.—The plan prepared for Ottawa has many satisfactory features which should be definitely approved by the Goverment and the city. It seems a great misfortune that the plan has been so completely ignored since its preparation at a great cost in money. Many of these features would not involve either the Government or the city in any expense over and above what would be necessary in any case if no plan were followed.

Other features that involve a large expenditure of money and are, therefore, regarded as somewhat impractical, should be studied with a view to adjustment to what is practical.

Like the plans of Washington and Chicago, the Ottawa plan is not complete. In the case of Washington the plan of L'Enfant has been



APARTMENT HOUSE, ST. PATRICK ST., OTTAWA.

This building has now been destroyed as unsafe after causing serious depreciation to adjoining property. It was never completed and all the money invested in it was lost. Note also billboards overlooking the King Edward Avenue Boulevard.

followed by the American Government with some unfortunate modifications in detail. Latterly there has been a tendency to refer back to the original plan and get rid of the objectionable features that have been permitted to creep in.

ZONING.—But the plans of Washington and of Ottawa do not deal with the important question of zoning the cities into districts for the purpose of controlling the character, height and density of buildings in the cities. This defect is being removed in Washington, and a commission in control of the city's affairs, under the United States Government, is now authorized to employ experts to prepare a zoning plan of the city to supplement the lay-out plan of L'Enfant.

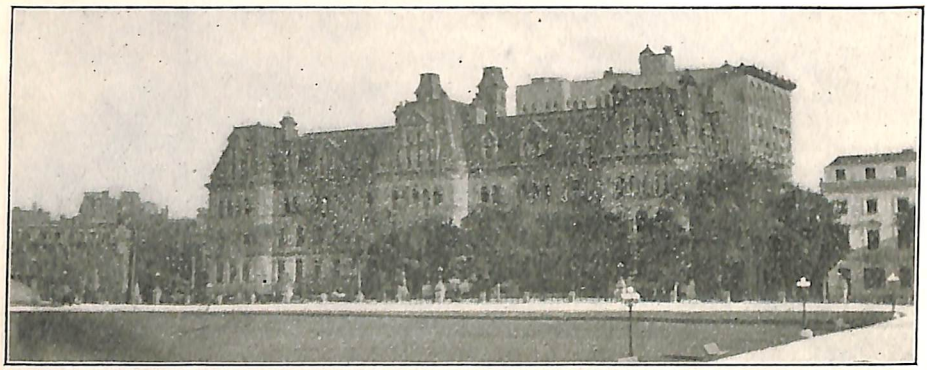
Washington has experienced the bad results of indiscriminate mixing of buildings, and, in spite of its plan, factories are being put in the wrong place, to the injury of industry and the greater injury of residences and real estate value. Businesses, including stores and public garages, have been erected in positions that have destroyed values in whole neighbourhoods. The New York example of a zoning plan, with its success in preventing depreciation of property, has stimulated the authorities in Washington to action.

Among other things, it is proposed to control the erection of apartment houses in residential districts, so as to prevent the injury they cause to private residences.

Washington, however, has really less reason for a zoning plan than Ottawa. It is doubtful if there is any city upon this continent that

has suffered more from indiscriminate mixing of different classes of building, and particularly from the crowding of apartment houses in residential streets. The apartment house that covers from seventy-five to one hundred per cent of the lot, that is built out to the street line, and rises from four to six storeys in height, has been allowed to blight nearly every residential street in the city. The result is that there is no security for those who own separate dwellings, and serious depreciation has taken place which could have been avoided by proper restrictions.

It is estimated by Mr. Edward Bassett that New York will save one billion dollars in the next twenty years in real estate values as a result of its zoning regulations. Meanwhile, in Ottawa, everyone who wants to erect a home is discouraged by the fact that he has no security for his investment owing to the latitude given to owners of



VIEW OF UNION BANK BUILDING FROM THE TERRACE OF THE NEW PARLIAMENT BUILDING OTTAWA.

Note injurious effect on Langevin Block. Birks' building, just off the right of the picture is still more injurious to the prospect from the terrace.

adjacent lots who take away his light and air and destroy his surroundings.

In one American city which I recently visited the lots facing the street where the surroundings were open and under control were valued at $12,000 while similar lots that were not under control as to their surroundings could be obtained for about one-sixth of that amount.

This indicates the enormous value of proper restrictions and the loss that accrues from their absence. The value of any house is about as much a matter of the surroundings as it is a matter of building construction. The depreciation caused by the lack of control of the surroundings cannot be prevented by individual citizens but only by regulations under a plan.

It is not suggested that apartment houses are undesirable any more than factories. It is merely contended that they should be put in a place where they will not injure other classes of building and that they should have ample provision for light and air on the lots on which they are erected.

HIGH BUILDING.—Ottawa being a capital city, having large sums of money invested in public buildings, should also have protection provided for the surroundings of these buildings. The view from the front of the ten million-dollar Parliament building just erected is seriously impaired by the excessive height of two or three buildings fronting on Sparks Street.

In the United States, the particular birth-place of high buildings, the view is gaining ground among real estate interests that the most satisfactory height is eight storeys, and that no building should be higher than the width of the street on which it fronts. High buildings are not objected to from aesthetic grounds but on the grounds of economy.

The deleterious effect of the high building on its surroundings, however artistic a building may be, may be gathered from the story of the Equitable Life building in New York. This building is about forty storeys in height, and has streets on all four sides. It is a beautiful building, and, unlike some of the high buildings in Ottawa, it has no "Mary Ann" back. Before it was erected the owners of adjacent property asked the Equitable Life Company what it would take as compensation to limit the height of the building to ten storeys. The answer was $2,500,000. The adjacent owners collected $2,250,000 among them, but one owner was unable to find the other quarter million owing to uncertainty of tenure, or some similar reason. The negotiations fell through and the high building was erected, casting a shadow over seven and one-half acres, with the sun at its height. The result has been not only enormous congestion, with great expense to the community in dealing with the traffic but, as the above figures show, has meant depreciation of adjoining property, quoted at $2,500,000. It is questionable if the Equitable Life Company has really derived any benefit from erecting the high building and a better return of its investment than could have been obtained with a much lower building.

The point, however, is that owing to lack of restrictions one company was permitted to do such serious injury to the owners of adjoining lots and to the community as a whole. Since the building was erected New York has been zoned to prevent this kind of thing happening in future. Ottawa has no regulations to give similar security to the community and the owners of property.

It may be that the formation of a *Committee of One Hundred* will cause the citizens of Ottawa to discuss their plan and to find some remedy for the present anarchy in regard to building construction. With proper building regulations capital will be less timid and will be attracted to the city. The prevailing assumption that town planning is merely an aesthetic fad is shown by these statements to be entirely wrong. It is on economic grounds that we need town planning and proper zoning. Orderly development and health will produce beauty without seeking beauty as an end in itself.—*Thomas Adams.*

A GOOD INVESTMENT

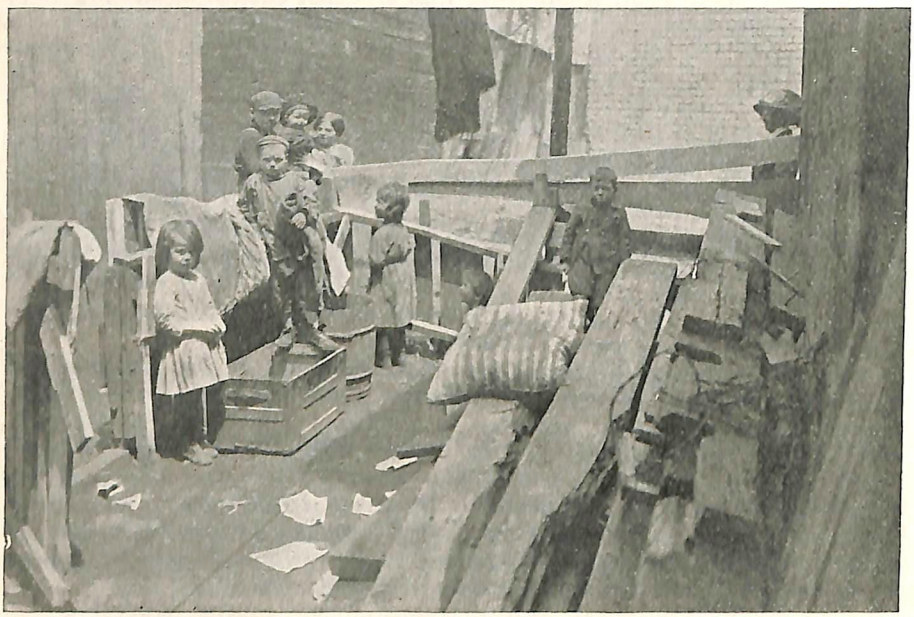
DOMINION OF CANADA SAVINGS CERTIFICATES ARE PAYABLE THREE YEARS FROM DATE OF ISSUE. FOR $4.25 A $5 CERTIFICATE CAN BE PURCHASED; FOR $8.50 A $10 ONE; FOR $21.25 A $25; FOR $42.50 A $50, AND FOR $85 A $100 CERTIFICATE.

These Certificates can be cashed at any time at any Bank or Money Order Post Office. Interest is allowed, dependent upon the length of time the Certificate has been held.

IMPROVEMENT OF SLUM AREAS

THERE is probably no more common objection to schemes that have for their object the erection of new dwellings in suburban areas than that which is made by the housing reformer, who looks upon the improvement of slum areas as the only way to solve the housing problem. But it is just as easy to place too much emphasis on providing remedies for the slum problem within the slum areas themselves as it is to be too much concerned about building new houses and carrying out town planning schemes with the danger of neglecting the slum problem. If we confine all our attention to the curing of the evils in congested areas, we can never catch up with the problem, as new slums will go on being created in newly developed areas for want of preventive measures.

The creation of garden suburbs, with houses for workmen, and in a position where the homes are convenient to places of employment, does have the effect of indirectly relieving congestion in crowded areas. If this kind of scheme were carried out on a sufficiently large scale, it would



SLUM DWELLERS IN A CANADIAN CITY

greatly help to improve the slum area, by setting up standards to be followed in some degree by the owners of property in the crowded central areas.

Undoubtedly, however, the proper procedure in this matter, as in all matters of city development, is to take a comprehensive view of the whole problem, and not to deal with it in components, except in the degree that such components are linked up with a general scheme.

The clearance of slum areas is always costly, and one of the reasons it is so is the lack of proper power to expropriate slum property without having to pay compensation for rights of ownership that should not exist.

When property becomes sufficiently unwholesome for habitation as to be legally "unhealthy" there should be no capital value attached to that property for purposes of habitation. In other words, the owners should either be compelled to make the property habitable before they

V11 Slums

are permitted to rent it, or to permit it to be demolished without being compensated. When it is found necessary for the city to acquire such property, the payment therefor should be limited to the value of the land plus the value of the materials, except with regard to property that can be used for a healthy purpose.

SLUM CLEARANCE IN ENGLAND.—The new English housing law provides for the acquisition of slum property on this basis. There, the policy and practice now followed after long and extensive experience, is sound. The most important rules that have to be followed are:—

(1) The making of a comprehensive survey of any district in which there are slum areas; the scheduling of areas which are unhealthy; differentiating between those which need immediate treatment and those which will have to be dealt with at later stages;

(2) On the basis of the survey, preparing a definite programme for dealing with all the slum areas in the district, and carrying out the work in steps towards the fulfilment of that programme;

(3) Preparing schemes for the more urgent areas, dealing with them bit by bit as part of the complete plan;

(4) In preparing schemes, considering whether the evils of slum areas can be removed without wholesale clearance of the buildings, and by such methods as getting rid of individual buildings that obstruct light and air, or renovating the buildings, or by placing them under good management.

(5) When a site has to be cleared, it should be planned not merely for the purpose of providing houses in substitution for those destroyed, but with due regard to the use that can be made of the plan in improving the means of communication through the area, and generally how it can be made to fit in to the best advantage with the plan of the whole town. This means that the plan for the future development of towns or cities should be prepared in advance of the slum clearance scheme. It is futile to carry out such a scheme at great cost merely to relieve temporarily existing conditions. A permanent improvement should be sought.

In both England and Canada, regard should be paid, in dealing with slum areas, to protection of old buildings of an architectural charm or an historical value. These are often unsanitary, but it may be worth the cost to renovate them, rather than demolish them.

SURVEY.—As stated, the first duty of local authorities in England is to undertake a survey of their districts, in which the slum areas would be defined and estimates given. Where the problem is pressing, this may have to be confined to a study of the slum areas without regard to their forms of development, but it would be better, where possible, to make the survey part of a comprehensive and detailed survey of the city or town. This is not required under the English scheme, but is important.

The English policy also insists that a continuous survey should be made in the form of a periodical study of the problem, including records of the incidence of disease and death in the different areas. A large scale map should be kept to show by different colours the existing conditions.

Having ascertained what the conditions are, and what remedies are required, the next step is to prepare and submit schemes for securing the needed remedies. These schemes have to be submitted in three stages, within definite periods, and only detailed schemes are required for those parts of the proposals that require sanction of the government and involve the borrowing of money.

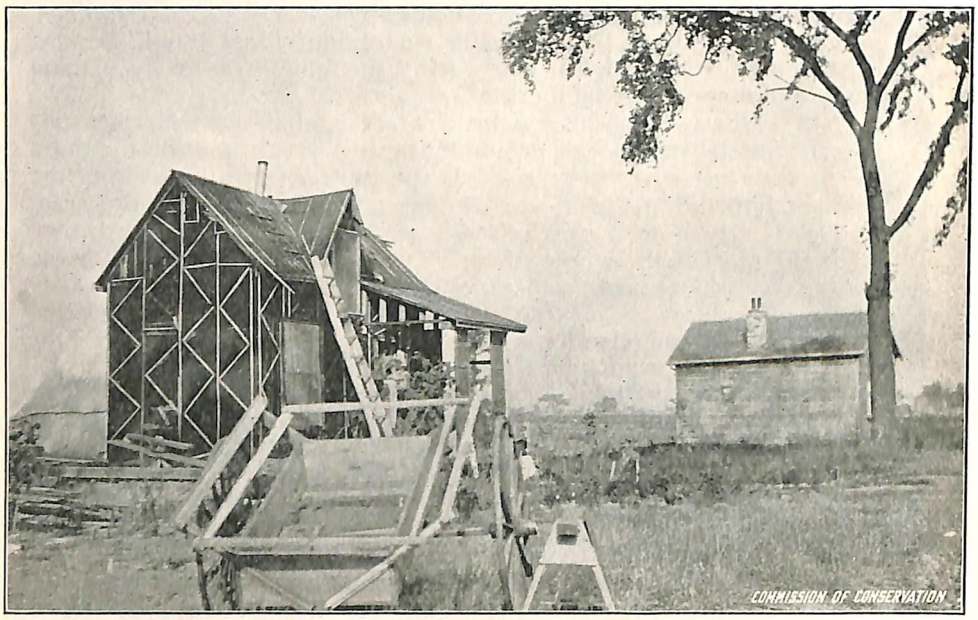
Certain conditions have to be complied with. At present the shortage of houses makes it necessary that these slum clearance schemes should not involve the turning of persons out of the present houses until new accommodation is available. Reasonable consideration has

to be given to the rights of owners, and demolition should only be proceeded with, and even then very cautiously, where houses are totally unfit. Existing dwellings should be improved where practicable, in preference to demolition, and special consideration should be given to preserving buildings having historical or aesthetic value.

England is divided into regions for the purpose of housing administration. Regional organization covers wide areas and does not follow any scheme for planning the regions as a basis for a town planning and housing policy. It would seem preferable to have the regions of a smaller size and fixed so as to form suitable units for industrial or rural development. The housing scheme, including slum clearance schemes, should then be made to conform to a regional scheme.

In dealing with a matter of this kind it is essential to have a judicial authority as a board of appeal, and to hold public hearings to give full opportunity for consideration of the objections.

ENGLISH HOUSING STANDARDS.—In the manual used by the British Government it is pointed out that two different standards have to be considered in regard to housing accommodation. There is what may



RESULT OF INJURIOUS SPECULATION IN THE SUBURBS OF A CANADIAN CITY

Most of the surrounding land is lying idle.

be termed the standard of mere fitness, which implies that a house is free from any defects that would render it unfit for habitation. There is also a higher standard, which implies that the house is not only free from these defects but has the advantages and the amenities which are desirable for a healthy and contented home life. The former may be all that can be obtained under slum improvement schemes, and the latter may be the result of new housing.

The minimum standard requires that a fit house should be free of serious dampness; satisfactorily lighted and ventilated; properly drained, provided with adequate sanitary conveniences, and with a sink and suitable arrangements for disposal of slop water; in good general repair; a satisfactory water supply; adequate washing accommodation;

adequate facilities for preparing and cooking food; a well ventilated place for food.

APPLICATION OF STANDARDS TO CANADA.—A similar standard of fitness should apply in Canada. As in England, dampness is one of the worst defects in Canadian houses that may be regarded as unfit. As a standard of light, a living-room should not require artificial light during ordinary daylight. Proper ventilation involves having outside space for circulation, as well as means of circulation within the dwelling. Sanitary conveniences and water supply should conform to the requirements of the local board of health, with due regard to city and country conditions, and a tap within the dwelling with a supply of water from an uncontaminated source should be necessary. In regard to general repairs, Canada suffers most from defective paving of yards or no paving with the result that foul water is allowed to accumulate on the surface and become impregnated with the soil.

The procedure followed in England is not quite adaptable to Canadian conditions. When the proper kind of policy is adopted, the method of carrying it out can be arranged under by-law.

The urgent need is to determine what is an unhealthy area or an unhealthy house, to insist on a minimum standard for all houses and then to secure the proper legislation for enforcing this standard.

Under the English Act an area is unhealthy because of defects of planning; for instance, the existence of narrow streets or congested buildings would be such a defect; or because of defects of individual houses such as want of sanitary conveniences, etc. Definite evidence has to be given to prove that an area is unhealthy, so as to justify the steps that have to be taken to demolish buildings or improve them. During the carrying out of the scheme temporary housing accommodation has to be provided if permanent accommodation is not available for the persons displaced.

It will thus be seen that a definite constructive policy for dealing with the slums is now in operation in England and that the excessive regard for property rights that has retarded the improvement of slum areas is now at an end. There should not be property rights in dwellings used for human habitation that are a menace to the health, morality and well-being of the race. That is a lesson that needs to be learned in all countries.—*Thomas Adams.*

PROVINCIAL HOUSING IN ONTARIO

THE work of the Ontario Housing Commission during the year of its operation under the Act of 1919 should be sufficient proof, to those still hesitating as to the wisdom and practicability of a housing project, that the towns and cities of Canada are ready to respond to a progressive and vigorous policy to assist the thousands of bewildered and distressed homeseekers.

During the year 99 municipalities in Ontario passed bylaws under the provisions of the Act and appointed Housing Commissions, including 19 cities, 49 towns, 17 villages and 14 townships. Houses have been built in 68 municipalities, and in the remainder programmes have been prepared with a view to building activity during the present season.

In addition to the municipal housing commissions, private companies have also been incorporated under the Act, at Hawkesbury, Hamilton, Fergus, Iroquois Falls, Listowel, Kitchener and Waterloo, and some of these have already commenced operations.

The appropriation to the municipalities of Ontario during 1919 was $10,629,000. Of this amount $5,125,000 was appropriated to 17 cities; $3,649,000 to 39 towns; $735,000 to 17 villages and $1,120,000

11 Dists, Res., Low. cost — Canada. Ontario.
Gives statistics of lot costs - etc.

to 11 townships. It is estimated that $8,000,000 more would have been required under the Act of 1919 if all the demands were satisfied.

The houses built number 1,184 and the average loan per house was $3,106.40, which, with the cost of building estimated as 125 per cent higher than before the war, must be considered satisfactory. Frame buildings number 448, solid brick 460 and brick-veneer 276, 1,060 being detached houses and 124 semi-detached. The houses have been planned so as to secure the maximum accommodation at a minimum of expense. There has been active discouragement of small and narrow lots, and, with the exception of Toronto, the price of building lots has been reasonable. Outside of Toronto and the Windsor district the average frontage of lots has been 40 feet with a depth of 100 feet. The average cost per lot has worked out at $377.85, which is approximately $10 per foot frontage.

The price of building lots, as revealed by the transactions of the various local commissions, is interesting and is indicated as follows:—Sudbury, $600; Ottawa, 493.90; New Toronto, $466.02; Welland, $356.25; Hawkesbury, $300; Brantford, $300; Acton, $285.71; London, $261.11; Guelph, $257.27; Galt, $250; St. Catharines, $211.14; Milverton, $175; Oshawa, $162.25; and Elmira, $160.

It is worthy of note that the occupants of the new houses are finding that the monthly payments for principal and interest, including taxes and insurance, are less than the rentals for similar houses in the same municipalities.

In all cases where practicable prospective owners have been encouraged to work on their own house, this with a view to keeping down the amount of the loan required and to encourage craftsmanship and wholesome exercise of the creative instinct. It has also been proved, contrary to the accepted theory, that bungalows, consisting of cellar and all living and sleeping rooms on the ground floor, can be erected at less cost than houses of two storeys. This is attributed to the saving in the cost of labour by a reduced need of hoisting material.

The Chief Architect, Mr. James Govan, considers that the project has proved that houses three rooms deep are not necessary or desirable except on unusually wide lots or in very special cases on very narrow lots, and he does not think that the verandah placed across the front of the house justifies itself in a climate where it can only be used for a few months of the year and where its effect is to shut out the sunlight throughout the entire year. Mr. Govan also points out that where local commissions can secure large blocks of land and build houses in quantities opportunities for town planning present themselves that should not be neglected.

CONSERVATION AND DEVELOPMENT

HAS the rural policy in Canada in the past had conservation and development of life as its final aim?

The land question, and all questions of conservation of natural resources, are fundamental questions, because they have to do with life. The final aim of all effort, whether individual or social, is life itself, its preservation and increase in quantity or quality or both.

Conservation means economy and development at the same time. To conserve the forests means to prevent waste—for without that prevention there cannot be economy—and, simultaneously, to develop new growth. To conserve land resources means to prevent deterioration of the productive uses of the land that has already been equipped and

improved, and simultaneously to develop more intensive use of such land, as well as to open up and improve new lands. To conserve human resources means to increase the quantity and quality of human activity that can be applied to production; to lessen social evils and injury to health under established conditions—a matter of economy—and simultaneously to develop conditions in the future which will remove the causes of such evils, a matter of still greater economy. Hence to conserve human and natural resources means not only to prevent waste in what we have but also to plan and develop for future growth. Considered in that sense nearly every social problem in Canada is a problem of conservation.

Out of the total area of 2,386,985,600 acres of land in Canada, it is computed that 358,162,190 acres of land are capable of being used for productive purposes. The estimated population of the Dominion is approximately 9,000,000, or 2·1 persons to each square mile of territory. We have about one mile of railway to every 200 persons. Our natural resources may be said to be unlimited in extent, subject to proper conservation and development; and the main railways may be regarded as capable of meeting demands for many years to come. But, while there is practically an unlimited quantity of natural resources, and of railways to distribute them, we are limited in the economic use to which we can put them. Wealth is produced not from the existence of natural resources but from the conversion of these resources into some form for human use. Canada is seriously limited in actual resources by the extent to which it lacks sufficient population to apply the human activity necessary to adequately use and distribute its resources. Hence there is nothing so vital in the interests of production in Canada as to conserve and develop human life—not merely to conserve the physical qualities, but also to develop the intellectual qualities.—*Rural Planning and Development.*

BOARD AND LODGING CONDITIONS IN TORONTO

A SURVEY of board and lodging accommodation in Toronto was made by the students of the class on " Industrial Investigation " (lecturer Dr. Riddell, Deputy Minister of Trades and Labour, Ontario) Social Service Department, University of Toronto, during January and February, 1920.

The Survey was made to obtain reliable data relative to the cost of living in Toronto for women and girls of the wage-earning class, to secure evidence in connection with the proposed legislation concerning a minimum wage for women in Ontario.

The houses visited by the students are mostly small apartment houses (originally they were probably private residences). They contain an average of 8 rooms per house and are situated in localities where it was believed working girls would be most likely to seek accommodation, and in proximity to the business section of the city. The streets selected were Jarvis, Bathurst, Dundas, Carlton, McCaul, Palmerston and Elm streets, Spadina avenue and Beverley road. Houses advertising or displaying cards for rooms to let were visited, and the selection was haphazard.

Points Noted by the Investigators.—The following points were especially noted, with a view to obtaining data as to the accommodation available, and to the cost for the same. Location, external and internal appearance of house; number of rooms in house, number of occupants and sex of the latter; size, heating, and furnishing of rooms; number of windows; number of toilets and bathrooms, and whether combined or separate; privileges, including the use of sitting-room, laundry, and housekeeping; cost of room per person and number of beds per room.

Sixty-four houses were visited, and it was ascertained that, where reliable information could be obtained, 575 people were occupying 415 rooms (these including kitchens and living rooms). In one instance it was found that five families were living in the same house. Sixty-two of the houses visited contained only one bathroom and toilet combined, one contained three of each, and one contained one bathroom and two toilets.

Heating.—20 of the houses visited were considered to be insufficiently heated.

Furnishings.—Washing facilities are seldom provided in the bedrooms and in some of the rooms visited the bedding was poor and inadequate, the mattresses being of frazzle. On the whole, however, the furnishings seem to have been fairly satisfactory.

Lighting and ventilation varied considerably. In many instances the rooms visited were particularly dark and poorly ventilated.

Privileges.—Housekeeping privileges are allowed in 15 of the houses visited; laundry facilities in 25; use of living-room in 10 cases.

Both sexes are received in the majority of cases, though in a few instances girls are only received. One or two of the landladies stated that they did not allow their lodgers to receive male visitors.

Rents charged range from $2 to $6 per week for single rooms, and from $2 to $4 per person in double rooms. As a rule, the double rooms contain only one bed. In some cases three or four persons occupy two beds in the same room.

The accomodation given is very poor, considering the high prices charged. In many instances no service is given, the lodger being required to keep her room clean herself. The prices charged in Ottawa and Toronto appear to be about the same, whilst those charged in Montreal are still higher. Rents charged for rooms in old houses in poor localities appear to be almost as high, and, in some cases, quite as high, as those in better districts. For example, one room in an old house on Elm street is rented at $5 per week. This room is insufficiently lighted and heated, the only heat being supplied by the kitchen stovepipe which passes through the room. The mattress is a frazzle one, and the bed-covering is very scanty and inadequate. Another room, also on Elm street, is rented at $3 per week. This room is about six feet square, and is not heated.

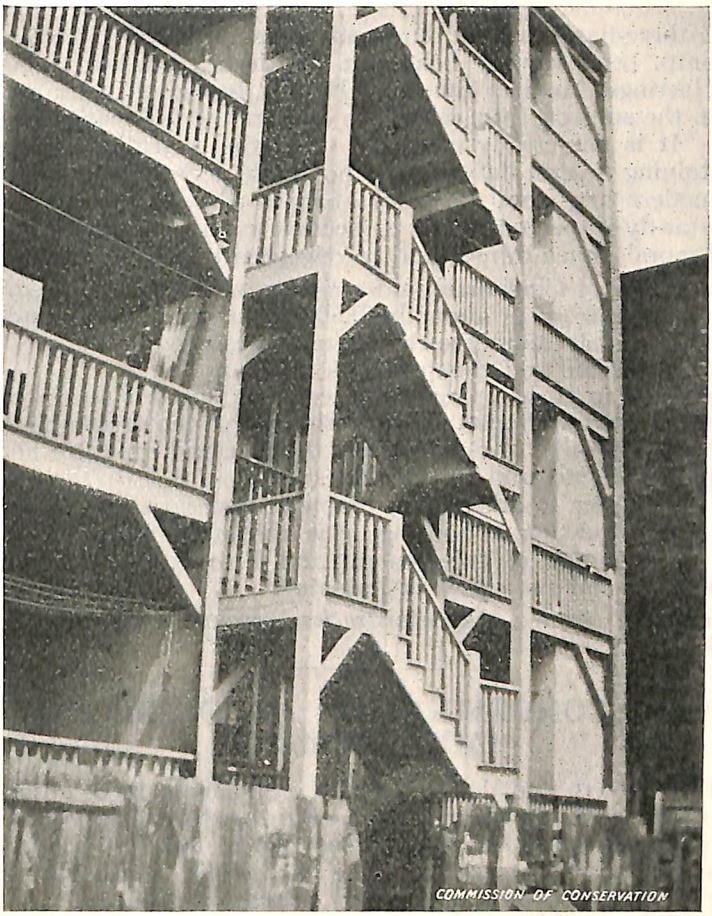
Bathroom and toilet accommodation is, on the whole, most inadequate. It is the exception to find washing facilities in the bedrooms, consequently all the roomers are obliged to wash in the bathrooms (the toilets with two exceptions, being placed in the bathrooms, as already stated). It is scarcely necessary to point out that this is a serious menace to the health and efficiency of the community.

Fire precautions are absent. Under existing legislation, houses of the size in question are not required to provide fire-escapes, and none of the houses visited was provided with fire-buckets or extinguishers. Attention has already been drawn to the fact that washing facilities are not provided in the bedrooms, therefore, the only place other than the bathroom from which water can be obtained is the kitchen. Should a fire break out, before it can be extinguished loss of life and property may ensue. The roomer usually has few personal effects, but a working girl cannot afford to lose any of her property. Though the householder's goods may be insured against fires, those of the roomer will not be included in his policy.

Absence of sitting-rooms in rooming houses is detrimental, and the moral aspect of the case is generally a serious one.

The use of double beds in rooms let to two or more roomers cannot

be too strongly condemned. In cases of sickness, as during the recent epidemic of influenza, serious risks are run when one of those sharing a bed falls sick. Many of the houses visited appear to be crowded to their capacity, and there is no possibility of isolating cases of sickness in the house. In one of the houses visited were six cases of influenza. This house contained 8 rooms and 20 occupants (this was a better class house, the rents charged being from $2.50 to $5 per person.)



TENEMENT HOUSE CONSTRUCTION UNDER THE LAW

In the event of fire, sixteen families must depend upon tinder-like wooden stairways and balconies as the only means of escape.

Light and Ventilation.—Too little attention is paid to the necessity of light and air to maintain efficient citizenship. Many rooms are extremely dark, and the sun's rays never enter. During the winter months the windows are kept closed to retain heat in the house. Bath-rooms and toilets may thus become extremely objectionable, and a danger to health.

While paying due regard to the liberty of the landlord, the right of the roomer to enjoy good health and protection against fire, etc., must not be overlooked. Numerically, at least, the lodger is greater than the landlord, and should he, or she, become inefficient through bad

living conditions, the financial burden must be borne by the community, while the individual becomes a burden to himself or herself.

Under the circumstances, therefore, it is advisable that the whole community should endeavour to bring about better living conditions for the increasing population.—*Edith E. Leach.*

HEALTHY DWELLINGS

THE three-flat house, or tenement, does not seem in favour in Toronto, because they believe it will degenerate into a slum. Dr. Hastings, Medical Officer of Health, has published an elaborate report on the subject, from which we extract the following passage:—

> "It is universally admitted that the so-called cheap house, containing several flats, if it is not built according to all the rules of modern art, from the point of view of hygiene, and if it is not constantly inspected, tends to become rapidly a centre of physical and moral unhealthiness and to degenerate into a veritable slum."

The Mayor of Cincinnati said recently, that the city of which he is the first magistrate spent annually $550,000 to arrest, house and feed the crowd of criminals and of such persons coming from those quarters where unwholesome and cheap houses abound.

If we wish to adopt a plan of wise construction it is necessary to give to each family its own house. If we wish to solve the problem of housing, it is necessary to give to our people a distinct and separate hearth and not a simple shelter, and he concludes:—

> "In order to arrive at a practical and satisfactory solution of the great question of housing, it is absolutely necessary to obtain the co-operation of the Federal and Provincial Governments, of capitalists and the chiefs of industry."

Translated from *L'Administration*, Pointe-aux-Trembles, P.Q., April 24, 1920.

EXCESS CONDEMNATION AS AN AID IN CITY IMPROVEMENT

RAPID growth and the new traffic problems of large cities have in recent years developed an absolute need for comprehensive city planning which involves knowledge of existing conditions and study of the future growth, covering the proper relation of improved thoroughfares, boulevards, parks and recreation grounds. In securing such improvements through condemnation, the courts do not permit the taking of more land than is shown to be actually needed. This often results in leaving remnants of abutting parcels of land which are inadequate for proper building utilization, for which owners have been awarded damages to full value. With the right of excess condemnation the city would acquire sufficient abutting land to provide properly shaped building lots. These would be resold or leased, with suitable restrictions, if required, to protect the improvement, and the city would derive the benefit of enhanced values resulting from the development.

Briefly stated, the chief objects of excess condemnation may be enumerated as (1) the protection of thoroughfares, parks and public building sites from unsightly structures or neglected vacant remnants of land; (2) the securing of public improvements at little or no cost to the city, thereby making many schemes practicable that would otherwise be too expensive; (3) the correction of past mistakes in street widths and locations due to bad planning.

Excess condemnation

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